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REPORT TO THE ECONOMIC AND SOCIAL COUNCIL

Report of the Executive Director

The present report has been prepared in conformity with a joint format agreed by the United Nations Development Programme, the United Nations Population Fund and the United Nations Children's Fund covering the list of issues identified in consultations among United Nations Development Group (UNDG) members. The main issues include: implementation of the reform programme of the Secretary-General and the provisions of the triennial comprehensive policy review; follow-up to the international conferences and Millennium Development Goals; and humanitarian and disaster-relief assistance. The report draws on the Synthesis Report of the Resident Coordinator Annual Reports, which was prepared by the United Nations Development Group Office and circulated in October 2001.

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I. IMPLEMENTATION OF THE REFORM PROGRAMME OF THE SECRETARY-GENERAL AND THE PROVISIONS OF THE TRIENNIAL COMPREHENSIVE POLICY REVIEW

A. Structures and mechanisms

1. In 2000, the UNDG tightened its support mechanism, creating two working groups – one dealing with programme issues, the other with management issues – each chaired by an Assistant Secretary General, rotating each year by agency. These two subsidiary groups enable the UNDG to interface more effectively with the Board of Executive Chiefs of the United Nations System (the former Administrative Coordination Committee (ACC)) in addressing system-wide operational and coordination issues.

2. The UNDG proved a useful mechanism in 2001 in efforts to harmonize the UNFPA and UNDP programming processes. The UNDG Programme Group, chaired by UNFPA, reviewed various options for ensuring a more substantive involvement of the members of the Executive Boards of UNICEF, UNDP/UNFPA and WFP in the programme development process as well as options for further streamlining and integrating the programme development processes of the four organizations. UNFPA and UNDP presented the proposals of the Programme Group to their Executive Board at its annual session 2001.

3. The resulting decision, 2001/11, effectively harmonizes the programming processes of the two organizations. It also provides an opportunity for members of the Board to contribute to the process of formulating country programmes prior to their finalization while ensuring that the process is country-led and country-driven and based on national priorities and needs.

4. Following decision 2000/11, an inter-agency working group developed a new and common format for country programme outlines and documents. The new format was transmitted to all Resident Coordinators and UNFPA Representatives in November. As noted by the UNDP Administrator and UNFPA Executive Director in the accompanying memorandum, a harmonized programming process provides an ideal opportunity to move the Secretary-General's reform agenda forward, as well as to bring about joint or closely coordinated planning and formulation exercises of new country programmes, mobilize additional resources, and increase and strengthen national ownership over the programming process.

5. The UNDG Programme Group has also played a pivotal role in bringing about a more coherent and coordinated United Nations policy dialogue at the country level. It has developed guidance notes on: (a) the follow-up to the United Nations General Assembly Special Session on HIV/AIDS; (b) the tracking of the Millennium Development Goals (MDGs) at the country level; (c) the role of the United Nations in Poverty Reduction Strategy Paper (PRSP) processes; (d) the

United Nations Girls Education Initiative (GEI); and (e) incorporating early warning and conflict prevention in CCA/UNDAF processes.

Problems and lessons learned

6. The UNDG has proven to be an effective mechanism for advancing the reform of the Secretary-General and implementing the provisions of the triennial comprehensive policy review. It has also been a very useful forum for policy dialogue as well as for addressing system-wide programme and management issues. The tightened support structure has improved the UNDG's efficiency and effectiveness, particularly of its ad hoc working groups, which now have clearly defined time frames and expected outputs. This has enabled the UNDG to sharpen the focus of the working groups, clearly define their expected outputs and abolish the working groups once they complete their tasks.

Recommendations

7. The Council may wish to:

(a) Take note of the role of the UNDG and the UNDP/UNFPA Executive Board in harmonizing the programming processes of UNFPA and UNDP;

(b) Welcome the efforts of the UNDG to improve the efficiency and effectiveness of its working groups and to clearly define their time frames and expected outputs.

B. Funding and resources

8. UNFPA's regular resource situation improved in 2000, increasing by 4.3 per cent, from $249.8 million in 1999 to $260.7 million in 2000. This increase reversed a decline in UNFPA's regular resources that had begun in 1996. Many of the Fund's major donors, especially the Netherlands, Sweden, Finland and the United States, which returned as a donor after a one-year hiatus, were mainly responsible for the improvement in the resource situation. Also noteworthy was the fact that UNFPA has been able to expand its donor base, reaching a target of 100 donors in 2000 and surpassing a target of 110 donors in 2001. This was a direct response to Executive Board decision 98/24, which recognized that over-dependence on a limited number of donors posed a risk for the long-term financial sustainability of UNFPA (para. i). The expanded donor base reflects the widespread support UNFPA receives from the programme countries it assists as well as the recognition that resource mobilization is a collective responsibility of both UNFPA and all the members of the Fund.

9. UNFPA has striven within the context of its multi-year funding framework (MYFF) to obtain multi-year pledges in order to ensure greater stability and predictability in the Fund's

resources. While UNFPA is grateful that a number of its major donors have been able to provide multi-year pledges, the majority of the Fund's top donors have not been able to do so.

10. Supplementary, or non-core, resources increased dramatically in 2000, reaching their highest level ever, $103 million. This included very large contributions from the Netherlands and the United Kingdom for contraceptive commodity procurement. There were other large supplementary contributions from such donors as the European Union, Norway and Canada. The trend for donors to provide supplementary resources is increasing and is expected to continue through 2001 and into 2002.

11. In 2001 and 2002, UNFPA resource mobilization goals will concentrate on increasing core resources in response to growing programme requirements including HIV prevention. The Fund will seek to strengthen its partnerships with all donors, and especially with lower level major donors with the aim of increasing their share of UNFPA's core resources, and to obtain as many new multi-year pledges as possible.

Problems and lessons learned

12. Although UNFPA's core resources increased in 2000, there is continuing concern about maintaining this momentum through 2001 and beyond. Indeed, core resources are still far short of the $310 million estimated for 2001. It is an encouraging sign that members of the European Community are giving serious attention to the possibility of increasing their respective levels of official development assistance (ODA), with the aim of reaching the target of 0.7 per cent of gross national product (GNP) for ODA. The commitment to increase ODA would benefit all United Nations organizations, provided those organizations are able to demonstrate results with the assistance they provide. Moreover, while most donors support the principle of multi-year pledges, many are not in the position to translate this into practice as their current budgeting practices do not accommodate such pledges.

Recommendations

13. The Council may wish to:

(a) Take note of the slight increase in the core resources of UNFPA in 2000 and encourage donors to continue to increase their contributions to UNFPA if they are in a position to do so;

(b) Emphasize the role of Governments in making funds available for the country programmes they approve;

(c) Emphasize the collective responsibility of UNFPA and the members of the Fund in mobilizing resources to support the work of UNFPA;

(d) Encourage Governments to adapt their budgeting procedures, if feasible and appropriate, to accommodate multi-year pledges.

C. Resident coordinator system

14. During 2001, UNFPA participated in efforts to strengthen the resident coordinator system in such areas as the performance appraisal of resident coordinators and country teams; the selection process through the Inter-Agency Advisory Panel; the competency assessment exercise; and the annual reporting by resident coordinators.

15. The Inter-Agency Advisory Panel reviewed resident coordinator selection procedures and practices with a view to streamlining the selection process, fast tracking the selection of resident coordinators and humanitarian coordinators, and managing and expanding the pool of resident coordinators. The panel gave special attention to finding ways to improve planning to fill vacancies, shorten the recruitment and clearance process, fast track candidates to serve in countries in crisis, and create a better gender balance among resident coordinators (ideally from the current level of 25 per cent women to 50 per cent).

16. In the recent competency assessment exercise, approximately 55 per cent of the 67 candidates were from UNDP and 45 per cent were from other organizations. Approximately 30 per cent were women, although the gender balance varied from organization to organization.

17. At present, there are no resident coordinators from UNFPA.

Problems and lessons learned

18. Broadening the pool of resident coordinators remains a concern, as less than 20 per cent of the resident coordinators are from outside UNDP. The Inter-Agency Advisory Panel is therefore exploring ways of generating more candidates both internally and externally. Also, for the first time six candidates from outside the United Nations system participated in the competency assessment exercise. The competency assessment exercise has improved, in part as a result of the selection of a new company to conduct the exercise and in part as a result of the commitment of the inter-agency steering committee to find ways to improve the calibre of candidates.

Recommendations

19. The Council may wish to:

(a) Reaffirm the need to broaden the pool of resident coordinators;

(b) Welcome the efforts of the Inter-Agency Advisory Panel to improve vacancy management of resident and humanitarian coordinator posts, shorten recruitment and clearance processes and bring about a better gender balance among resident coordinators.

D. Implementation of the CCA and UNDAF

20. In 2001, the Executive Committee of the UNDG continued efforts to accelerate the introduction and completion of CCAs and UNDAFs. A primary concern was to ensure that the CCA and UNDAF processes did not place an additional burden on United Nations country teams or on national capacities. The Executive Committee therefore instructed the UNDG Programme Group to propose concrete steps to make the CCA and UNDAF an integral part of the respective programming processes of the funds and programmes and to find ways to streamline their programming procedures. The resulting report that was submitted to the UNDP/UNFPA Executive Board highlighted the importance of the CCA/UNDAF in programme development based on national priorities (see paras. 3-5 above).

21. In October 2001, the United Nations Development Group published and distributed the Synthesis Report of the Resident Coordinator Annual Reports for 2000. The annual reports offer a wealth of information on the CCA and UNDAF processes. For example, the CCAs and UNDAFs are said to be catalysts in building cooperation with other partners, including the World Bank, and to have paved the way for joint and collaborative programming, particularly in the areas of HIV/AIDS, poverty reduction and humanitarian assistance. Enhanced collaboration with the World Bank is seen in the increasing number of countries reporting linkages between the CCA and UNDAF processes, Poverty Reduction Strategy Papers (PRSPs) and Comprehensive Development Frameworks (CDFs). Nonetheless, a number of country teams reported difficulties in completing their UNDAFs, owing in part to the absence of a resident coordinator and/or delays in ensuring full government participation in the process, among other things.

Problems and lessons learned

22. The CCA and UNDAF have become effective instruments for inter-agency collaboration at the country level. However, greater efforts are needed to ensure government ownership and participation throughout the process and to keep transactional costs at a minimum. Moreover, support from headquarters is needed to ensure that individual country programmes and projects

derive from the UNDAF rather than being developed parallel to it. Nonetheless, the UNDAF can be only as successful as the core resources that can be made available to implement it.

Recommendations

23. The Council may wish to:

(a) Reiterate the importance of country ownership and leadership of the UNDAF process;

(b) Welcome the catalytic role of the CCA and UNDAF in building cooperation among partners, including the World Bank, and in paving the way for joint and collaborative programming;

(c) Note the importance of the UNDAF as a common planning framework in the programming processes of the respective United Nations agencies;

(d) Reiterate the need to ensure that participating organizations have the requisite resources to implement the UNDAF;

(e) Welcome the Synthesis Report of the Resident Coordinator Annual Reports and the wealth of information and lessons learned it provides on the CCA and UNDAF processes.

E. Harmonization of programmes and procedures

24. Harmonizing programmes and procedures is a top priority of all the funds and programmes, and the UNDG has proven to be an ideal mechanism to foster and promote this. This is especially evident in the synthesis report of the annual reports of the resident coordinators, which highlights efforts and lessons learned in three priority areas in particular: joint programmes and projects; joint mid-term reviews of country programmes and UNDAFs; and administrative procedures for national project personnel.

25. The UNDG issued guidance notes to guide efforts in each of these areas. The guidance note on preparing joint programmes and projects was disseminated in August 2000. The one on the proposed procedures for joint mid-term reviews is currently being field tested by several country teams. The guidance note on the harmonization and coordination of the pay and daily subsistence allowance (DSA) rates for national project personnel was issued in early 2001.

26. As noted in the synthesis report, many country teams are undertaking joint programmes and projects in a number of areas, including: HIV/AIDS (Angola, Botswana, China, Lao People's Democratic Republic, Lesotho, Madagascar, Malawi, Mongolia, Mozambique, South

Africa); poverty reduction, girls' education, alternative development (Fiji, Ghana, Lao People's Democratic Republic, Sao Tome and Principe); gender (Ghana); and human rights, peace and development, post-conflict and humanitarian issues (Angola, Democratic Republic of the Congo, Mongolia, the Philippines).

Problems and lessons learned

27. Initial efforts in each of these areas have provided a wealth of lessons learned, many of them focusing on difficulties arising from differing or conflicting priorities and procedures of the various agencies involved, in particular as concerns financial regulations and programming processes. But if the lessons learned tend to reveal inherent weaknesses and limitations in harmonization efforts, the various joint processes show potential for finding solutions to address these weaknesses and limitations. Moreover, it is hoped that decision 2001/11 adopted by the UNDP/UNFPA Executive Board will effectively harmonize the programming processes of UNFPA and UNDP.

Recommendations

28. The Council may wish to:

(a) Take note of the efforts of the UNDG to harmonize and simplify United Nations procedures in the priority areas of joint programming, joint midterm reviews and administrative procedures for national project personnel;

(b) Encourage the United Nations funds and programmes to continue their efforts to further harmonize and simplify their procedures based on the lessons learned from the joint exercises underway in various programme countries.

F. Gender mainstreaming

29. UNFPA continues to focus on the International Conference on Population and Development (ICPD) mandate of advancing gender equality and equity, empowering women, eliminating all kinds of violence against women, and ensuring women's ability to control their own fertility as cornerstones of population and development. Key activities during 2001 focused on ensuring that the gender perspective was appropriately mainstreamed in the subprogrammes of the Fund's core programme areas and that the requisite resources for gender concerns were allocated and properly coded in programme budgets to reflect UNFPA's commitment to gender issues. UNFPA also organized the *Consultative Meeting on the Impact of Conflict on Women and Girls* in November 2001 in order to mainstream a gender perspective in UNFPA's operations in emergency situations.

30. The Fund reinforced efforts at the country level to build national capacities on gender issues through strengthening the technical capacity of UNFPA Country Technical Services Teams (CSTs), including, for example, developing a comprehensive training manual on gender, population and development and conducting a workshop of training of trainers in September 2001 for CST advisors. UNFPA also provided technical inputs on gender and HIV/AIDS in the preparation for the United Nations General Assembly Special Session on HIV/AIDS and organized a high-level panel discussion on this issue.

31. UNFPA produced and piloted *A Practical Approach to Gender-Based Violence: A Programme Guide for Health Care Providers and Managers* in order to strengthen the incorporation of such an approach to gender-based violence in reproductive health care. It also undertook special efforts to collect and disseminate sex-disaggregated data and conducted studies on such issues as the eradication of female genital cutting and violence against women and girls. The Fund supported efforts by international NGOs and United Nations agencies to develop special initiatives for empowering women and girls, including developing indicators and technical documents with guidelines on the design and implementation of programmes to eradicate female genital cutting, with special reference to monitoring and evaluation.

Inter-agency level

32. At the inter-agency level, UNFPA continues to be an active member of the Inter-Agency Meeting on Women and Gender Equality (IAMWGE), participating in the following IAMWGE task forces:

(a) Mainstreaming a gender perspective in Common Country Assessments and the United Nations Development Assistance Frameworks, where comments on CCA/UNDAF country processes are made and a training manual on the process is being developed;

(b) Women, peace and security. The results of the above-mentioned *Consultative Meeting on the Impact of Conflict on Women and Girls* will contribute to the United Nations system-wide study on the same subject;

(c) Gender mainstreaming in programme budgets;

(d) Financing for development.

Problems and lessons learned

33. As more and more governments recognize the need to address gender issues in their programmes, the need to develop technical capacities at the country level has risen. Moreover, various trends, such as globalization, have introduced new complexities that affect women's and men's reproductive well being. This requires forging strategic partnerships with other organizations in order to successfully address reproductive health needs comprehensively. However, developing successful partnerships is time-consuming and labour-intensive, so results are not immediate in the short term.

34. There are many emerging issues, such as trafficking in women and girls, whose gender dimensions have an impact on the health of women and girls in particular. Developing appropriate responses requires consultation with all partners in order to develop strategies that can make optimal use of the comparative advantages of all those involved, including UNFPA.

G. Gender balance within UNFPA

35. UNFPA is committed to gender mainstreaming at all levels of the organization. This is true in theory and practice. Women occupy nearly 50 per cent of the professional posts in UNFPA, including those at the P-5 level at headquarters. Moreover, 8 of the 15 members of the Fund's Executive Committee are women, and two of the three members of UNFPA's top senior management team are women, including the Executive Director and the Deputy Executive Director for Management.

Recommendations

36. The Council may wish to:

(a) Take note of the Fund's commitment to gender mainstreaming in both theory and practice and the corresponding activities and achievements in this area;

(b) Welcome the United Nations system-wide study on women, peace and security and the various mechanisms contributing to it, including the *Consultative Meeting on the Impact of Conflict on Women and Girls* organized by UNFPA.

H. Capacity building

37. The development of national capacity was established as one of the critical factors in the Key Actions for further implementation of the ICPD Programme of Action. It is also one of the main strategies of the Fund's multi-year funding framework (MYFF) results framework that define the ways in which the Fund deploys its resources to obtain results.

38. In 2001, strengthening national capacity building remained a vital dimension of programming at all levels of UNFPA operations, from assisting in policy formation at the highest level of government institutions to training health personnel for service delivery at the primary health care level.

39. UNFPA county offices in all regions made national capacity building a priority and used the largest share of their resources in this strategy area. This is particularly relevant in the case of Africa and in category 'A' priority countries, where a special focus on national capacity building is essential. The needs in such countries, however, are often so great that it is difficult to address them. Nonetheless, certain needs in capacity building in the area of population and development must be addressed as a matter of urgency. These include increasing knowledge on reproductive health, population and gender issues; improving skills in programme design, monitoring, evaluation and reporting; strengthening data collection, analysis and dissemination; and improving programme management and coordination.

40. UNFPA is currently carrying out an in-depth evaluation of national capacity building, the findings and recommendations of which will be reported to the Executive Board at its annual session in June 2002 as part of the Executive Director's annual report on the MYFF. The purposes of the evaluation are twofold: (a) to analyse UNFPA's support during the most recent country programme cycle to develop the capacity of government counterpart institutions and national NGOs in reproductive health and population and development; and (b) to provide guidance to UNFPA on the best approaches in the future to develop national capacities in the areas of reproductive health and population and development strategies.

Problems and lessons learned

41. Information gathered in the context of the situation analysis of the UNFPA multi-year funding framework point to the shortage of qualified and motivated personnel, limited understanding of programming areas, and poor coordination of efforts, and resources as major constraints in capacity building. Isolated training initiatives, especially when undertaken without a systematic needs analysis or a firm commitment to make use of this training, are not effective. The Fund thus increasingly encourages increased participation in joint needs assessments with Governments and other agencies, especially within the context of UNDAF, to develop training strategies.

42. Capacity building is a long-term investment in people. The right choice of capacity-building modalities is therefore crucial. Countries must ensure that national counterparts are identified and trained and carry out the functions for which they are trained. Moreover, national support units must be brought into the mainstream of operations so that they can gain knowledge

of emerging issues, be responsive to sector reforms and sector-wide approaches (SWAps), and develop appropriate gender-sensitive tools, indicators, and methodologies.

Recommendations

43. The Council may wish to:

(a) Encourage all United Nations agencies to share experiences, undertake joint exercises, and develop joint strategies for capacity building;

(b) Encourage efforts to build national capacity in gaining knowledge of emerging issues, responding to innovative approaches and developing tools and methodologies

I. Common premises and services

44. The issue of common premises and services is a continuing focus of attention of all the funds and programmes at both the country and headquarters levels. At the country level, according to the synthesis report of the annual reports of resident coordinators, the country teams are making steady progress in these areas. The reports identify both benefits and constraints. The benefits include, among others, increased efficiency, reduced costs and increased visibility of the United Nations at the country level. The constraints include the lack of a suitable building or sufficient space within a building and the divergent administrative systems and lack of resources, particularly for such items as information technology, connectivity and personnel procedures.

45. At the headquarters level, the UNDG Subgroup on Common Premises and Services provides support for the efforts at the country level, including in the areas of connectivity and information technology. At present there are 46 officially designated United Nations houses, 5 of which were designated in 2001. Although not officially designated as United Nations houses, country teams share premises in many other countries as well.

Problems and lessons learned

46. The pace of establishing United Nations houses slowed in the past two years, as the programme got off to a quick start by taking advantage of the relatively easy opportunities for establishing such houses in 1998 and 1999. Nonetheless, the targets set for 2000 and 2001 were largely met. To facilitate the process of establishing United Nation houses, the UNDG Subgroup is further developing guidelines and models and continuing to review proposals for such houses.

Recommendations

47. The Council may wish to:

(a) Take note of the progress made in establishing United Nations houses;

(b) Take note of the benefits of common premises and services at the country level and encourage the United Nations funds and programmes to take the actions necessary through the UNDG to address constraints in these areas.

J. Cooperation with the World Bank

48. Cooperation between UNFPA and the World Bank continued to increase during the year through country-level activities and through participation in various seminars and working groups covering a wide range of issues and areas of mutual interest. Such interaction helped the two organizations to identify priority areas for cooperation and to define ways to maximize the effectiveness of this cooperation. Contraceptive commodity security is a notable area in this regard. UNFPA also participated in various World Bank "E-discussions" on such topics as civil society and the World Bank and the World Bank's performance in promoting environmental sustainability, among others.

49. In the area of reproductive health, the collaboration between the World Bank and UNFPA includes the co-sponsorship, along with UNDP and WHO, of the Special Programme on Research, Development and Research Training in Human Reproduction (HRP), as well as joint World Bank/UNFPA participation in such interagency efforts as safe motherhood and adolescent reproductive health. In December 2001, the World Bank Institute held a workshop to adapt its three-week course on reproductive health and health sector reform to meet the specific needs of UNFPA staff. In addition, in order to promote reproductive health issues in country-level programmes, the World Bank, WHO and UNFPA are jointly organizing a workshop on "Effective Partnerships to Accelerate Implementation of Reproductive Health Programmes", which will be held in early 2002.

50. The PRSP process was the focus of several important seminars and workshops. A videoconference meeting of the World Bank–United Nations Learning Group reviewed PRSP processes and products in four countries: Cambodia, Ghana, Nicaragua and the United Republic of Tanzania. A World Bank seminar on making cooperation more effective in realizing the international development goals (IDGs) that were put together by OECD-DAC in 1996 focused on the PRSP as an important vehicle for ensuring coherence in poverty-reduction efforts at the country level and synthesizing national poverty strategies.

51. In conjunction with a joint UNDG/World Bank monitoring exercise of PRSP implementation, UNFPA assessed the extent to which UNFPA country offices in the 14 pilot countries of the monitoring exercise had been involved in PRSP processes. In particular, the UNFPA inquiry focused on: (a) the extent to which the country offices were involved in the PRSP process; (b) their perception as to whether the process was country owned; (c) whether the process was helping to build partnerships; (d) whether the exercises were giving due weight to social-sector and gender issues; and (e) whether the PRSP process was being discussed within the resident coordinator system.

52. The inquiry found that most of the UNFPA country offices had been involved in PRSP processes to varying degrees, typically being introduced to the process through the resident coordinator system, United Nations theme groups or meetings organized by the World Bank, rather than directly through interaction with the government itself. The country offices did feel, however, that the World Bank and IMF had worked hard to create an enabling environment for government ownership of the process and that the PRSP was being developed by building on ongoing national poverty reduction initiatives. The country offices felt that the PRSP process was a far more participatory process than past initiatives of the World Bank and IMF and that the process was helping to build and strengthen partnerships, not only between the World Bank/IMF and United Nations agencies but also with all other partners in the country including the government and civil society. The offices also reported that social-sector issues and gender concerns were a major focus of discussions in developing PRSPs in their countries.

Problems and lessons learned

53. The increased interaction between UNFPA and the World Bank has clearly contributed to a more participatory interaction between the two organizations at both the headquarters and country levels. The Fund's involvement in PRSP processes is a case in point. As noted above, the PRSP processes in the 14 pilot countries seem to be on track as far as the points raised in the inquiry are concerned. But it is imperative that the PRSPs ensure national ownership at the beginning of the process and sufficiently address such issues as population and development linkages, reproductive health, HIV/AIDS, gender and human rights, among others.

Recommendations

54. The Council may wish to:

(a) Take note of the increased cooperation between UNFPA and the World Bank, particularly in promoting effective partnerships in implementing reproductive health programmes and in PRSP processes at the country level;

(b) Encourage UNFPA country offices to participate in PRSP processes at the country level and to make use of such processes to advocate for increased investment in basic social services, including reproductive health services;

(c) Take note of the joint UNDG/World Bank exercise to monitor the implementation of the PRSP processes in 14 pilot countries.

K. Monitoring and evaluation

55. UNFPA in 2000 initiated a revision of the monitoring and evaluation directives in its programme guidelines in an effort to bring them in line with a results-based approach. This also entailed the revision of programme planning and reporting formats with a view to highlighting the importance of identifying and tracking results as well as to operationalizing the logical framework (logframe) approach in programme monitoring and evaluation. The new formats were disseminated in 2001.

56. The Fund continued to support its Evaluation Network focal points in UNFPA CSTs. An annual meeting of CST focal points and the Fund's Office of Oversight and Evaluation (OOE) was held in an effort to share experiences and promote consensus within the Network on new approaches to results-based monitoring and evaluation of UNFPA's programmes and projects. It also provided Network members with an opportunity to strengthen their facilitation and negotiation skills.

57. In 2000, UNFPA launched the Programme Manager's monitoring and evaluation toolkit. The toolkit is intended to supplement the UNFPA programme guidelines by providing further guidance and options to improve the Fund's monitoring and evaluation practices. Tools are posted on the UNFPA intra- and internet websites.

58. To build country office and CST capacity, UNFPA conducted two in a series of regional training workshops to promote results-based programme and office management. These workshops provided an overview of results-based management and its implications for both programme and office management, emphasized the use of the logframe as a tool for programme design, monitoring and evaluation, and examined key elements of monitoring and evaluation practices as well as office and programme management issues derived from the findings of audits and policy application review exercises. Additional workshops were conducted in other regions in 2001. UNFPA also responded to individual country office requests for technical assistance on monitoring and evaluation by organizing in-country workshops that focused on the identification and selection of indicators, linkages between results at the different levels of subprogrammes, and the development of monitoring and evaluation activities plans.

Lessons learned

59. Workshop activities provided very useful feedback that was and is being used to inform the design and content of other training activities in terms of providing more time for group work and sharing of experiences. The feedback was and is also invaluable for the refinement of monitoring and evaluation policies and procedures.

60. Capacity-building activities also pointed to some programme and monitoring and evaluation methodological issues. For instance, where UNFPA support is a relatively small portion of total resources for the national population programme, national partners essentially still adhere to a project-based approach and are not necessarily conversant with the concept of subprogrammes or what UNFPA-supported subprogrammes are supposed to do. Another example is the difficulty experienced in applying the logframe approach in programmes that cover many small countries such as the UNFPA subregional programme in the South Pacific.

61. Activities cited above underscored the importance of ensuring a common understanding among UNFPA headquarters, country offices and CSTs of results-based management and the logframe as a programme planning and monitoring instrument. In order for monitoring and evaluation to be conducted with a results-based approach, counterparts and programme partners must share this common understanding. The nurturing of such understanding is a long-term investment, particularly given staff turnover in many programme countries.

Recommendations

62. The Council may wish to:

(a) Take note of the efforts to bring UNFPA's monitoring and evaluation directives in line with a results-based approach and to build the capacity of its country offices and CSTs in results-based programme and office management.

II. FOLLOW-UP TO INTERNATIONAL CONFERENCES AND THE MILLENNIUM DEVELOPMENT GOALS

63. UNFPA attaches great importance to the follow-up of international conferences and the Millennium Development Goals (MDGs). The Fund plays a major role in advocating for and assisting countries in achieving ICPD goals and the key actions agreed at the ICPD+5 review held in 1999. The organizational priorities for UNFPA in 2001 strongly reflect this, particularly those in the substantive areas of the Fund's work. These priorities serve as the framework for the annual work plans of all UNFPA offices and staff at all duty stations.

64. The organizational priorities enable UNFPA to focus its work within each of the Fund's three core programme areas, particularly in the following substantive areas as endorsed in Executive Board decision 2000/11: (a) the further operationalization of the reproductive health approach; (b) integration of population issues in development; (c) integration of gender concerns in population and development; and (d) the integration of sociocultural and behavioural dimensions of population, reproductive health and gender.

65. The substantive areas derive directly from the key actions for the further implementation of the ICPD Programme of Action that emerged from the five-year review in 1999. The first substantive area noted above focuses on UNFPA playing the lead role in implementing the strategy for reproductive health commodity security and on identifying the priorities and strategic focus of UNFPA's work in reducing maternal mortality and morbidity, addressing the reproductive health needs of adolescents and preventing HIV/AIDS. The second area involves defining UNFPA's strategic focus in the area of population and development strategies through a re-examination of the linkages between population and development and of the impact of globalization processes. The third area focuses on developing a strategy to address gender-based violence as well as the tools to appraise and monitor the mainstreaming of gender in programmes. The fourth area focuses on the conceptualization and operationalization of advocacy and behavioural change interventions.

66. The Fund's substantive priorities are also designed to strategically position UNFPA within the millennium agenda, enabling it to help countries pursue the Millennium Development Goals, especially in the areas of improving maternal health, reducing maternal mortality, preventing HIV/AIDS, promoting gender equality and empowering women, and reducing child mortality. They also seek to maximize the effectiveness of the support UNFPA provides to national poverty-eradication and sustainable development programmes.

67. UNFPA is committed to achieving the Millennium Development Goals and to the MDG monitoring and reporting process outlined in the guidance note prepared by the UNDG. The Fund firmly supports the guidance note's view that the MDG reports will help provide a systematic and identifiable follow-up to the global conferences and world summits of the 1990s, including the ICPD. This is especially important in keeping a focus on the importance of reproductive health and of population issues in the development process. UNFPA also agrees that the reports are an important tool for awareness raising, advocacy, alliance building, and renewal of political commitments at the country level.

68. UNFPA was very active during the year in the follow up to the United Nations Conference on Environment and Development (UNCED) through the task manager system. In its capacity as task manager of Chapter 5 of Agenda 21, the Fund prepared a policy report on demographic dynamics and sustainability. It prepared a similar report for the organizational session of the preparatory committee for the World Summit on Sustainable Development as well

as a report on sustainable development, population, environment and poverty for the second session of the preparatory committee, which will be held in January/February 2002. UNFPA also prepared a note on the implementation of operational activities in the area of population, environment and sustainable development for the 34th session of the Commission on Population and Development. The Fund also made the complex relationship between population and environmental change the focus of this year's *State of World Population* report, which is the major media and advocacy event of the year for UNFPA.

69. The Fund participated in various forums and workshops, including a four-week World Bank electronic discussion evaluating the Bank's performance in promoting environmental sustainability and a World Bank presentation entitled "Commitment to Guardianship: Building Effective Development through Environment and Social Sustainability". UNFPA also participated in a workshop on Poverty Alleviation and Sustainable Development organized by the International Institute for Sustainable Development.

Problems and lessons learned

70. The Millennium Declaration mainstreamed a set of interconnected and mutually reinforcing development goals into the global agenda. The MDGs incorporate most of the goals and targets set at the global conferences and world summits of the 1990s. As indicated in the guidance note prepared by the UNDG on reporting on the MDGs, the goals should be considered flexibly for county-level monitoring, bearing in mind in this regard that other goals and targets such as, for example, those on reproductive health set at the ICPD are also important in monitoring human development and in contributing to the eradication of poverty.

Recommendations

71. The Council may wish to:

(a) Take note of the role of UNFPA's organizational priorities in pursuing the goals of international conferences and summits as well as the Millennium Development Goals;

(b) Welcome the UNDG guidance note on reporting on the Millennium Development Goals;

(c) Emphasize the importance of monitoring and reporting on goals and targets of the various international conferences and summits that may not be explicitly incorporated in the Millennium Development Goals.

III. HUMANITARIAN AND DISASTER-RELIEF ASSISTANCE

72. UNFPA provides support for reproductive health for communities in crisis situations on the basis that reproductive health needs continue, and even escalate, during conflict and disaster situations and that all people, regardless of their geographic location, have a right to reproductive health. The Fund is committed to protecting the health of women, men and youth and works to ensure that all individuals, regardless of their status or condition, have access to reproductive health services. UNFPA also works to raise awareness among United Nations agencies, partners, donors and programme countries of the need for reproductive health information and services in emergency situations.

73. Since it first began emergency-relief operations in 1994, UNFPA has supported emergency reproductive health projects in more than 50 countries and territories. It has made significant strides in raising awareness about reproductive health needs in emergencies, in working with partners to develop technical standards in the area, and in improving the capacities of UNFPA country offices around the world to respond to emergencies. Currently, UNFPA has more than 30 projects in operation in this area.

74. UNFPA is currently upgrading its Humanitarian Response Group (HRG) to meet the increasing demand for the Fund's expertise in the humanitarian field, aiming to provide a swift, integrated response to emergencies and requests for support from field offices. UNFPA also provides support, through its Humanitarian Response Group, for emergency-related advocacy and awareness-raising as well as for donor relations and information. To maximize its capacities in advocacy and fundraising in this area, the Fund is developing strategies and tools to demonstrate the impact of reproductive health services and information in emergencies. UNFPA continues to aggregate valuable experience in data collection, analysis and application that is routinely made available to field offices and partners in emergency situations. In many cases, UNFPA has been able to develop or provide from previous experience the demographic data necessary to carry out humanitarian needs assessments as well as to formulate rehabilitation plans.

75. UNFPA has been and continues to be active in needs assessments led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and in supporting relief-intervention monitoring systems through the establishment of basic indicators and implementation of surveillance systems. These database development activities, which are a standard part of UNFPA programmes, are increasingly in demand in emergency and crisis situations, as are reproductive health kits, which are now routinely made available to United Nations agencies and other partners. UNFPA also addresses violence against women, provides assistance for mental health counseling for youths and seeks to ensure that reproductive health is part of health-sector rehabilitation. UNFPA fully supports all activities initiated by the

Secretary-General to protect all United Nations staff members and humanitarian assistance personnel in emergency and other areas of United Nations functioning.

Problems and lessons learned

76. Despite numerous successes and demonstrated long-term benefits to programme countries, the overall impact of UNFPA activities in crisis situations is constrained by the limited success in mobilizing outside funds for humanitarian projects, including those sought through the Inter-Agency Consolidated Appeals process, and in part by operational constraints brought on by the Fund's limited institutional capacity. In 2000, some improvement was seen in fundraising and UNFPA's institutional capacity, but the gap between reproductive health needs in emergencies and UNFPA's ability to respond to those needs remains considerable. Moreover, there is still a great need to sensitize policymakers and the general public to the issues of reproductive health assistance during emergencies. Prominent among those issues are gender concerns and reproductive health, including family planning and sexual health.

Recommendations

77. The Council may wish to:

(a) Reaffirm the need for special protection measures for all vulnerable people, especially women and girls, in conflict situations;

(b) Call for all possible measures to protect United Nations staff and respect the privileges and immunities granted to them under international law;

(c) Urge measures for timely responses to provide immediate support for reproductive health and data needs in emergency and crisis situations, and encourage the efforts made by UNFPA in this area;

(d) Urge measures to raise awareness and sensitize the international community to the need for reproductive health information and services in emergency and crisis situations, and encourage the efforts made by UNFPA in this area.

IV. RECOMMENDATIONS

78. The Executive Board may wish to:

(a) Take note of the present report;

(b) Decide to transmit it to the Economic and Social Council, together with the comments and guidance provided by delegations at the present session.

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